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# THE SURVEY

MIDMONTHLY AUGUST 1948

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## THOUGHTS ON PLANNING

ARTHUR H. KRUSE

## SECURITY FOR LIFE

JOHN G. HILL

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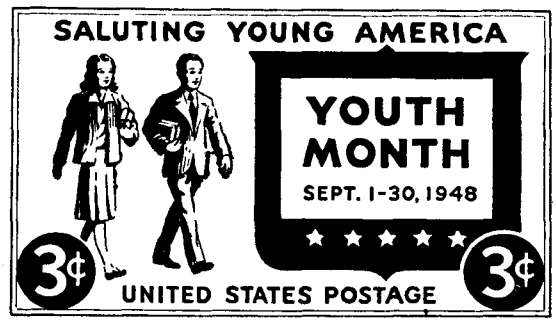
VOL. LXXXIV NO. 8 THE SURVEY MIDMONTHLY AUGUST 1948

## A Vision Come True

With its new security program Great Britain undertakes the *abolition of poverty,* thus bringing reality to the vision of pioneer social workers. The limited knowledge and understanding which American social workers have shown about this revolutionary development, is a strange phenomenon.

An exception to the general rule is John G. Hill of the Community Service Society of New York. He has not only studied official developments but through frequent contacts with informed British and American authorities has acquired insight into the broad social and economic implications of the new program.




This issue contains the first of two articles by Mr. Hill. It describes the elements of the program and also its totality. A second article this fall will discuss the social changes inherent in the program. Every social agency will be effected. The major emphasis of local governments will change. The lives of people will be different as individual family members and also as members of labor or professional groups.

As months go by THE SURVEY Midmonthly and the welfare movement which it serves will devote increasing attention to this most significant welfare development in our time.

## Salute to Youth

September is to be Youth Month. Concentration at that time, on the problems of youth is a major objective of the National Conference on Prevention and Control of Juvenile Delinquency. Cooperation has been assured by social work and religious leaders, by three fourths of the governors and by the mayors of most of the larger cities. A special stamp will be issued calling attention to the program.

Local conferences on juvenile delinquency will be held in hundreds of communities. A great deal will be heard about: recreation, sex and social inequalities, housing, juvenile courts, divorce and similar subjects.

Two years ago a pioneer statewide study of the causes of juvenile delinquency was authorized by the Connecticut General Assembly. Reginald Robison who directed the study for Community Surveys, Inc., prepared an article for THE SURVEY Midmonthly sumarizing his findings. Ever since its publication there has been a steady demand for reprints of this article.

As communities plan conferences it seems appropriate to reemphasize the essential finding of the study. Delinquency and child neglect are merely symptoms of some basic *family* difficulty, and in order to trace to their source, the families whose children are in danger of becoming delinquent or neglected it is necessary to follow not one, but several symptomatic clues.

Much of the study is concerned with dispelling common illusions and analyzing family disorganization. It concludes with a five point preventive program which could profitably be considered by any of the September conferences:

1. A skilled diagnosis of each case which gives real understanding of the *whole* family situation.

2. Generalized treatment service able to treat the family's central problem at a preventive level for the more hopeful families, and at a supervisory level for those offering little hope of recovery.

3. In connection with both diagnosis and treatment, special skill in understanding and dealing with the problems of emotionally unstable people.

4. Sufficient resources to deal with a problem which may including a possible 3 percent whose disorganization is of a very serious and chronic nature.

5. Ways and means of reaching out to discover families in early stages of disorganization, when they are much more amenable to constructive treatment.



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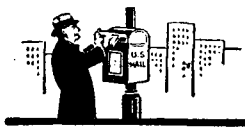

# SO THEY SAY

### *HOW ABOUT IT?*

TO THE EDITOR: The article in the June *Midmonthly,* entitled "Dear Hellard" by Rachel Henry is very excellent and interesting. Sympathy and understanding are felt throughout for the unwanted child. I looked for more. Several of my friends read it and they felt as I did and asked for more.

LEONORA B. REID

*Asheville, N. C.*

TO THE EDITOR: I have just read the story "Dear Hellard." . . . Rachel Henry must indeed be a person rich in experience and understanding to be able to make so perfect a word picture. I notice that the book from which it is taken is unpublished. I hope that *The Survey Midmonthly* will continue to print stories from it.

LILLIAN REDDING BAILEY

*Wilmington, Del.*

### *CARE TO COMMENT?*

TO THE EDITOR: I have been thinking for some time about a problem of social workers, and the people who are social workers' clients. I should be very happy to learn more about what other people are thinking of the following issue.

Social workers concentrate on supplying the needs of the client. In many cases this means the material needs and in some the emotional needs for personal and family problems. If one can do this job, the case is termed successful in the real sense of doing something for the client. But in another and equally vital field, I asked myself if this were enough or could ever be sufficient. In so many cases these needs cannot be filled and the operation of the case is marked as failure and closed.

The thought came to me that social workers might do better by themselves and their clients if they could offer a social sense of togetherness of the whole American people working toward some distant though good goal on the national and international plane. I realize that material needs are basic and one cannot think of the United Nations when one has an empty stomach or a crying child who needs food. But on the other hand, will it ever be possible to supply adequately those needs even in our country? And while we are on the way to bettering conditions should we not look beyond and try to carry the client with us?

In order to do this the social worker would have to have some convictions and knowledge of social development and social action. Not too many have. Not very many appreciate the history of the United States. I do not think such an approach would lead to propagandizing or influencing the clients in a questionable way. I see such a program more as one from which the client will gain more than material and strictly personal needs. What more he would gain would be a sense of himself as a participating citizen of the United States. I do not think that such an idea need be fostered by the actual giving to the client lectures or even discussions of social and national concern, but rather for the client to glean from the worker something of a larger social sense outside himself and his needs.

But I time and again think of the boys of the war who fought, suffered and sometimes died without appreciating what the war effort was about, either sordidly or ideally. I recall too the spirit which animated the people on relief and later during the depression years. They had a sense of social development which FDR gave them. Some of this carried on into the war. I remember one proud WPA man who said of his work, "I am a government man." But I remember so many more whose narrow lives and pinched vision of themselves and their fellow-men made them think and act only in terms of getting from others all they could, and not giving. If every client can be made to feel that he has something vital, needed, and worthwhile to give to the development of his town, or city and nation, what kind of a socially conscious citizenry would we have?

*Chillicothe, Ohio* MAXINE MAREE

TO: OUR READERS
FROM: THE EDITOR

Re: "The Harlem Project," *Survey Midmonthly,* May 1948, page 167.

The grant from the New York Foundation which made this project possible was $127,500 in amount, instead of $12,000 as we erroneously reported it in our news columns.

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# Great Britain's New Social Security

**John G. Hill**
*Community Service Society of New York*

On last July 5, five new social security measures took effect in Great Britain, which, together with the Family Allowances Act in force since 1946, place the British social security system in a position of world leadership. These laws are: the National Insurance Act, the National Insurance (Industrial Injuries) Act, the National Health Service Act, the Children Act and the National Assistance Act.

These acts carry out the social insurances and services recommendations of the famous Beveridge Report of 1942. All previous services of the country are now reorganized, unified and vastly extended to bring every man, woman and child under a comprehensive scheme to provide against all major economic contingencies of modern life.

For convenience, this article translates English money into the equivalent in American money, but this does not give a fair picture. Wages and prices in England are much lower than here; prices of basic commodities are kept low by heavy government subsidies and relatively successful price controls. The average workman's wage is approximately between £5 and £6 ($20 and $24) weekly. As an example of prices, a working man's dwelling consisting of three bedrooms, a living room and a kitchen may be had for about 10 shillings ($2) per week.

### Family Allowances

The Family Allowances Act has been in effect since August, 1946. Its aim is to lessen the economic burden of parenthood by providing from the general tax revenues a cash weekly allowance of $1 to a mother for each of her children after the first who is under fifteen or if still at school or apprenticed, until July 31, following his sixteenth birthday. Families with a single child do not benefit under this act but all those with additional children of the prescribed age receive allowances, regardless of need and without paying contributions.

The National Insurance Act is the most important of the new laws which took effect on July 5. It has been called the core of the new system and provides for cash payments to offset loss of income due to unemployment, sickness, maternity, old age and death. These risks have long been insured in Great Britain but the coverage has now been greatly expanded and the benefits substantially increased.

For social insurance purposes, the entire population of working age, sixteen to sixty-five for men, to sixty for women, is divided into three groups: persons employed by others; the self-employed; those not gainfully employed. A single flat weekly contribution covers all compulsory payments under the entire system.* The amount of the contribution varies with each of these groups and, within the groups, according to sex and age. The unemployed wife of an insured man is covered by virtue of his contribution as are an insured man's children.

### Collection

Contributions are collected by the purchase of special stamps which are affixed to a contribution card. Employed persons have their contributions deducted from wages and to these sums the employer also contributes. The government adds a supplementary amount.

An employed man over eighteen pays a weekly sum of 98 cents, which includes his contribution under both the National Insurance Act and the National Insurance (Industrial Injuries) Act, which replaces the Workmen's Compensation Act. To this amount his employer adds 83 cents and the government 42 cents, making a total contribution of $2.23. The total weekly contribution for an adult employed woman —divided similarly among herself, her employer and the government — is $1.73. Total contributions for the self-employed and those not gainfully employed are less, but the proportionate share they themselves contribute is higher since there is no contribution from an employer.

### National Insurance

The National Insurance scheme provides unemployment and sickness benefits, retirement pensions, maternity and widow's benefits, guardian's allowances and death grants. Persons normally self-employed are excluded from unemployment benefits while those who do not normally work are excluded from benefits for loss of income because of unemployment and sickness. Benefits continue for as long as interruptions to income persist. The normal limit of unemployment benefits is 180 days but with the possibility of extension to as much as a year on the basis of the contributions and benefits record of the claimant. Beyond this, local tribunals, taking into account industrial conditions in the locality, may recommend indefinite extension. These tribunals are expressly prohibited from inquiring into the means of beneficiaries. Sickness benefits, after three years of paid contributions, continue for the entire period of incapacity. Maternity allowances for employed women are for thirteen weeks to enable the mother to give up work during this interval. Widow's allowances are for a similar period unless circumstances prevent her self-support, in which case special rates are provided for extended periods. All benefits for children continue until the child attains working age, now sixteen. Retirement pensions are, of course, for life.

Rates of benefit vary only with sex

*The only two acts under the new system which require contributions from insured persons are the National Insurance Act and the National Insurance (Industrial Injuries) Act. Also, the National Health Service Act provides for allocation of 17 cents, and 13 cents respectively, from the weekly contributions of adult employed men and women. This provides $128,000,000 yearly, toward cost of the Health Service; but employment is not a requirement for benefits under the Health Service.



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and age. The standard weekly adult rate of unemployment, sickness, retirement, benefits and payments to widows unable to support themselves is $5.20, plus $3.20 for an adult dependent and $1.50 for the first or only child under working age. There are no benefits for additional children since allowances are regularly made for them under the Family Allowances scheme, regardless of the circumstances of the wage earner.

There are special benefits for certain specified circumstances and purposes. Guardian's allowances for the guardian of an orphaned child, one of whose parents was insured are $2.40 weekly. Maternity allowances for employed women for the period of absence from work are $7.20 per week; non-working women receive a weekly attendant's allowance of $4 for four weeks following confinement. For thirteen weeks following loss of her husband, a widow also receives $7.20 weekly after which the benefit drops to the standard rate if she is incapable of self-support. If she is able to work, her status after the thirteen week period becomes that of an unemployed person with the possibility of a retraining allowance if that is indicated, or of assistance benefits, if necessary during the time prior to securing employment. In order to induce old persons who have reached the retirement age to remain at work, retirement pensions are increased for each additional year of employment beyond retirement age until they reach the maximum of $7.20 per week for a man of seventy or woman of sixty-five, and $12.40 for a retired couple.

Some benefits are lump sum payments. These include a maternity grant of $16 in addition to maternity allowances, and a death grant to help meet funeral expenses of $24 to $80, depending on age, of an insured person or one of his dependents.

### Industrial Injuries

Workmen's compensation in Britain began with the Act of 1897 which was supplemented and expanded in 1906 and 1923. These laws held the employer liable for compensation for industrial injuries of employes. There was no public administration to insure equitable and economical settlement of claims and disabled workmen were left to enforce their legal rights through agreement with the employer or by arbitration proceedings.

The National Insurance (Industrial Injuries) Act completely changes this system. Benefits for industrial injury or disability become a government responsibility within the general social insurance scheme. Adult male employes contribute 7 cents and female employes 5 cents, in their weekly social insurance contribution; the employer matches this amount and the government also contributes. A benefit of $9 weekly is paid injured adult workers for absence from work up to twenty-six weeks. Following this period a benefit is paid if disability continues. Rates of benefit are fixed and, in order to induce injured workers to overcome their disabilities, are related to the degree of disability rather than to loss of earning capacity as previously. This permits full payment of benefit regardless of how much the disabled person may subsequently earn. As under National Insurance, allowances are made for a dependent wife and the first child. Free medical care is available under the National Health Service. Industrial Injuries Insurance does not cover the self-employed nor those not gainfully employed.

### Health Insurance

The National Health Insurance program which has been in force in Britain since 1911, provided limited benefits and these only to employed persons. The new National Health Service Act extends the coverage to the entire population irrespective of income, social insurance status or any other qualification. Medical services are free and comprehensive. They embrace general practitioner and specialist services, dental and optical care; general and special hospital treatment, including mental hospitals; maternity provision; home-nursing and even domestic help when needed on medical grounds. Spectacles, dentures and other medical appliances and drugs are free of charge.

Patients may use the new public service or private services at their own expense. Those using the public service are free to select their own doctor, or to change their doctor, from among those participating in the scheme. Doctors who choose to enter the service may do so either on a full or a part time basis. As with doctors in private practice, they may accept or refuse patients who apply for regular care. The ordinary doctor-patient relationship remains unchanged in the new scheme except that remuneration of the doctor now comes from public funds.

The universal coverage and comprehensive nature of the program entailed profound organizational and administrative changes in the medical services of the country. These services are now incorporated into three main branches: the hospital and specialist services, administered on a regional basis; the general medical, dental and ophthalmic services, administered under a combined central and local authority; and the local health center and ancillary services, by local health authorities. Over-all responsibility rests with the Minister of Health. All local public and voluntary hospitals have been taken over by the central government.

Participating doctors will be free to choose their own method of remuneration: either a fixed annual sum of $1,200 plus capitation fees (flat sums for each patient on the doctor's list) or entire payment by capitation fees at higher rates. Special rates will be paid in unattractive or rural areas to induce doctors to take up their practices there.

To help achieve an equitable distribution of doctors throughout the country, general practitioners entering the public service in the future will be prohibited from practicing in areas considered to be adequately staffed.

In view of the popular misconception that the British medical profession opposed a national health service, it should be noted here that the profession has long advocated similar plans. The widely publicized dispute between the British Medical Association and the Minister of Health concerned the terms under which the doctors would serve, not the desirability of a free, comprehensive service open to all.

### Child Welfare

The Children Act is designed to promote the welfare of children who must be cared for outside their own homes. The act was a direct result of the 1947 report of the Curtis Committee, which investigated the conditions of children living away from their natural homes. It provides that homeless children under seventeen become the charges of the local county and county borough councils who are accountable to the Home Secretary for the proper discharge of these responsibilities. Children may be placed in foster homes or, when this is not possible, in local public or voluntary institutions.

Selection and supervision of foster homes are responsibilities of local authorities. Institutional homes must be licensed by the Home Secretary.

The National Assistance Act completes the structure of the new British



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social security system. It represents the final and complete abolition of the 350 year old Elizabethan Poor Law and substitutes a system of cash grants and services based on modern standards of social welfare. Provision is made for payments to those whose needs are not met, or not completely met, by the insurance measures and for special services to the aged, the infirm and the handicapped.

### Cash Assistance

Payments of cash benefits now become the function of the central government rather than the localities. Disbursements are handled by the National Assistance Board, which was formerly responsible for unemployment assistance and supplementary pensions. Regulations prescribe the methods of assessing the resources, needs and benefit allowances of applicants, with room for discretion in individual cases. The needs and resources of a husband and wife living together are to be considered jointly although the old household means test has been abolished. Where there are other adult members in the applicant's household, it is merely required that they contribute their proportionate share to household expenditures. Legal responsibility of parents to support their children ceases when the child reaches sixteen. Children are no longer legally bound to support parents. In computing an applicant's resources certain forms of income and other assets are to be ignored in whole or in part, as, for example, savings of less than $200 or the first $4 a week of a disability pension. The forfeiture of citizenship rights under the old Poor Law has been eliminated.

Local authorities, with some financial assistance from the Exchequer, must provide residential accommodations in homes or hostels together with such supplies or personal care as may be needed by the aged, infirm or handicapped persons. They are also responsible for temporary care for others in need. Homes or hostels will be open to all. Each locality will establish a scale of fixed charges for those who can afford to pay, although services must be provided at $4.20 per week in order that those with the ordinary pension of $5.20 will have $1 a week pocket money. The Assistance Board will make up the deficit for those with less than the minimum $5.20. Local authorities are also responsible for special services for the blind, deaf, crippled and others who may require special training, provision of workshops, living accommodation and recreational facilities. Voluntary homes for the aged and handicapped will continue to be used as formerly but must now be licensed by the local authorities who may contribute to their cost and who are responsible for seeing that they are properly operated.

### Improved Administration

Administration has been vastly simplified and improved over that which developed as piecemeal services grew up. The Ministry of National Insurance, created by Parliament in 1944 has the central responsibility for all cash payments under Family Allowances, National Insurance, Industrial Injuries Insurance and National Assistance. The Ministry of Health is responsible for the National Health Services and for the supervision of the local authorities' obligations for services under the National Assistance program. The Home Office is charged with administration of the Children Act. Local initiative is encouraged either by the local county or county borough councils or by special local executive or advisory bodies.

The British Information Services gives the following summary of the estimated costs of the new program:

The cost of the whole scheme is estimated for the year 1948-49, at £850 million ($3,400,000,000), of which half falls on the central Exchequer, rather less on the Social Insurance Fund which replaced the old Unemployment Insurance and Health Insurance Funds, and but £10 million ($40,000,000) on the local authorities though this last item will increase considerably as their functions under the Children and National Assistance Acts are extended. Of the total sum, £600 million ($2,400,000,000) is for social insurance benefits (including industrial injuries), £150 million ($600,000,000) for the Health Services, £60 million ($240,000,000) for Family Allowances and £40 million ($160,000,000) for National Assistance. The cost is expected to rise steeply as more people qualify for retirement pensions, and in thirty years' time social insurance alone is estimated to cost over £900 million ($3,600,000,000). Most of the increased cost will fall on the Government, but there is a provision for a small increase in insurance contributions.

While these costs form about 10 percent of the nation's current income, certain facts must be borne in mind. First of all, the whole cost is not a net increase for social insurance since expenditures for previous programs replaced by the new system have been terminated.

Next, as with all social insurance the cost represents in the main a redistribution rather than a diminution of money income. Finally, it must be remembered that all the benefits of the program will not be as apparent during the present period of full employment and high family income as during periods of lower economic activity. Some of the indirect benefits will not be fully realized for a generation, such as, the prevention of illness and physical disability under the Health Service and the improvement in the health and vitality of the citizens of the future as a result of Family Allowances.

### Freedom from Want

With this program Britain strides forward with resolute determination to banish poverty from the country and, even in the face of her present economic plight, to give concrete meaning to her promise of "freedom from want." It is a clear demonstration of her conviction that on the welfare of each of her citizens rests the welfare of the country as a whole. While even its most ardent proponents do not claim that the new system is perfect or all allowances adequate, and while much must await experience and experiment, the new development is the most significant in modern British social history. It will exert profound effects on the life of the country as a whole, on the day-to-day lives of its citizens, on the development and—at least on the local level—on the concept and structure of government, on industry and labor-management relations, and on the course of public *and* private social welfare.

**If you have built castles in the air, your work need not be lost; that is where they should be. Now put foundations under them.**
**—Henry David Thoreau.**



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# *Thoughts on Social Planning*

**ARTHUR H. KRUSE**

*Executive Secretary, Council of Social Agencies, Akron, Ohio*

Social planning is a scientific method by which a community finds and applies better solutions for the problems of people. These solutions take form in community services of organizations generally included in the fields of health, social welfare, recreation, and education.

We sometimes confuse methods with objectives and talk, for instance, of the determination of human needs as if that were our aim. Social planning attains its objectives only when agency A or agencies A, B, C in combination provide the service which enables the Doe family to solve its problems. To this end planning is directly concerned with:

The kind and amount of facilities and services that the community needs.

The personnel to carry out these services.

The money needed to support the program.

It is possible to discuss only some of the problems which these aspects present to the social planner, and to make a few observations.

### Services

How much and, broadly defined, what kinds of services does the community need, to provide citizens with a more satisfying life and to prevent breakdown in individual adjustment and family responsibility? To keep planning focused on this central question calls for a high caliber of leadership. But at present many factors distort the focus. We lack terms and criteria with which to discuss or measure service by broad areas. Increased help is needed from Community Chests and Councils of America and the national functional agencies in pulling together the experimental studies and other material from all over the nation. The "Community Blueprint" study which Bradley Buell is conducting for Community Surveys, Inc., may provide an invaluable guide.

Greater specialization of all fields and the increasing influence of national agencies on local affiliates, complicate the job and distract attention from the central problem. These explain, at least in part, why social planners have been more concerned with the peripheral clashings of agency functions than with the core of those functions; why the problems of inter-agency function and inter-agency coordination have not been subordinated to a community-focused search for solutions.

Inherent difficulties need not delay our beginning to raise our sights and to bring professionals and citizens together around a few salient needs and the solutions to those needs in terms broader than agency functions.

### Broad Approach

This means defining first the quantity and kinds of services needed and then exploring the extent to which changes in agency functions, personnel, and finance are necessary to get the job done. The following is a possible broad approach to needs and services:

1. A program of individual education and reeducation concerned with more adequately preparing persons for family life and for times when difficulties arise; a broad community use of the skills of casework, psychiatry, psychology, groupwork, and education in solving problems of family living.

2. A program of child welfare prepared to meet the needs of children at the point at which the family is not available as the vehicle to work through.

3. Adequate protection against economic insecurity accompanied by sufficient social help to enable individuals to make a maximum use of individual and environmental resources.

4. Resources available to individuals in all age ranges for the early discovery and treatment of those problems of emotional and social adjustment requiring intensive help of the kind available in child guidance clinics, psychiatric out-patient departments, and receiving hospitals; and specialized institutional care for problem children and for maladjusted adults.

5. A sufficient volume and variety of informal educational and recreational services available particularly to the youth of the community under twenty-five, and the proper distribution and use of these services in terms of age coverage, geographical distribution, and levels and kinds of participation;

6. Health resources sufficient to meet the health needs and physical rehabilitation needs of everyone.

Thus as a part of any approach to the coordination of agencies and the establishment of inter-agency agreements is the job of setting goals for areas of work. To illustrate, in Akron we have just completed on IBM cards a study of the participation in one year of 35,000 individuals under twenty-one in the programs of ten groupwork and recreational agencies. Out of this study have come answers to important questions with respect to the total number of children served, by whom served, how often served, and by what kind of program; differences in participation among various age groups, different geographical areas, as between male and female, and as between white and Negro. These findings provide a larger concept of community needs, and what is required to meet those needs, against which agencies may explore who is going to do what. *How do we know who should do what until we know what the what is?*

### Personnel

If what has been said implies that planning is an executive function, this has been unintentional. An important skill of any practitioner in the field is that of making social planning a truly cooperative effort. This is one reason for devoting increased attention to the qualifications of the professional staffs of agencies which participate in planning. Another reason is the need to have available expertness that is



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capable of carrying out the programs planned.

Personnel not only determines the manner in which we carry out *present* community programs; personnel also determines the *future* of these activities.

Vision in future planning is limited by the skills of the personnel manning the agencies of the community. A program which advances the prevention of human breakdown and provides more effective and rapid treatment when breakdown occurs, is determined in the first instance by the availability of knowledge and skill for accomplishing these objectives.

We can, unfortunately, only dimly see the extent to which the limitations of social planning are harnessed to the limitations of the social and allied sciences, and to the present application of this knowledge to human problems by professional personnel. Recognition of the extent to which this is true requires a considerable revision of our interest in the problem of personnel.

Have we in community organization held sufficient convictions about qualified personnel? Have we faced the spending of sufficient money on social research and education? Should we give a different priority in local planning to personnel standards and policies in cooperation with the AASW and the AASSW? We presume to give leadership in social planning in areas in which much of the personnel is better equipped than we are. Are we sufficiently secure in our own professional competence in the field of community organization to seek vigorously to expand the technical competence of the family welfare worker, child welfare worker, groupworker, psychologist, psychiatrist, and other personnel whose knowledge and skills determine in large measure the objectives for which we help to plan?

### A Personal Platform

If so, should we not adopt a personnel platform for social planning? This might include: (1) the development of greater emphasis on personnel standards and policies as a part of the social planning process; (2) greater cooperation by planning organizations, local, state, and national, with professional societies and graduate schools in the education of persons for the functional fields, including increased financial assistance for education and an increased place in our programs for the education of students; (3) the kind of relationship between planning staff and agency staff which provides for greater consultation and joint planning on personnel matters; (4) the development of processes for a more vigorous attack upon executive and staff inadequacies in agencies which fall below a minimum standard of professional competence necessary to meet the needs of the community.

### Money

Relating the results of social planning to the financing of health and welfare services is a major problem for social planning. Regardless of the structural relationships of the social planning effort to the budgeting of chest agencies, proper channels should be available for bringing the results of social planning to bear on the adequacy of community financing of services and the more specific agency allocations of these funds. Many communities provide for joint participation of council and chest representatives in the budget machinery which is usually housed in the chest organization. In some places the social planning effort floats around the outside of the budgeting process looking for an occasional opening into which it may dart. A tremendous waste of effort takes place if the thinking and recommendations growing out of social planning are not pointedly and definitely related to the budgeting process.

Increasingly complex are the relationships of the community social planning organization to the many voluntary fund raising campaigns outside of the chest. The isolationism of certain agencies engaged in independent fund raising tends to make difficult their full participation in the agency budgeting aspects of the total social planning effort. Nevertheless, a vital community planning effort is sure to touch public opinion in general and the board members of these agencies in such a manner that a considerable contribution can be made to the soundness of their program planning and budget requirements.

During the past year staff members of the Akron Council of Social Agencies have appeared before the boards of three major independent fund raising organizations and have been consulted regularly by the executives about matters affecting the use of money. These agencies have also participated in planning discussions which involved their use of funds. Sincere, positive interest in these agencies, rather than a negative point of view, is the only basis for drawing these agencies into cooperative planning for the total amount of money raised in the community.

The influence which social planning bodies have on public programs varies from community to community, depending in large measure on the degree of participation in the planning process by officials who determine policy. Rarely, however, does the influence extend to the more intimate aspects of public budgets.

To some extent, this represents failure of social planners to take advantage of opportunities. Budgets of public agencies are by their very nature public documents—invariably approved after public hearings. Councils could greatly enhance their influence by giving proper priority to public programs in staff time and agenda planning; adequate discussion of public budgets; well considered and documented recommendations to appropriating bodies; leadership in arousing community demands for adequate public funds for public programs.

It may be that the sound relationship of planning councils to the budgeting process should be the same for all community agencies—public, chest, and non-chest private. This would include: detailed study and discussion, availability to public of private appropriating bodies for consultation or special studies, well supported recommendations, and community interpretation.

### Planning's Stepchild

Research is the stepchild of social planning. If too few funds are spent on social planning, even less is spent on operational research and practically nothing for experimental or basic research.

We not only have insufficient facts, but we often fail to make proper use of the ones we do have. Too much social planning activity is merely a shuffling of papers and committees because of the lack of basic data for discussion, data which help to clarify issues as well as raise them. The constant pressure of current and immediate problems prevents staff from devoting time to an adequate analysis of each matter as it arises. Let us agree that a major need in social planning organizations is to increase tenfold the amount of money devoted specifically to research in the basic social welfare problems of the community, in the analysis of the results of present service efforts, and the planning of long

*(Continued on page 256)*



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# EPITOMES

AMERICAN JOURNAL OF
## PUBLIC HEALTH
and THE NATION'S HEALTH

### The Social Worker and the Public Health Nurse

A commonly accepted definition of public health [includes] "the development of the social machinery which will ensure to every individual in the community a standard of living adequate to the maintenance of health." The editor asked two friends to try their hand at a definition of public welfare. [Their definition states in part that] "public welfare is advanced through social and health services."

The reader will note that public health theoretically annexes the whole field of social welfare. On the other hand, social welfare takes possession of the field of public health. Both these contentions are sound; and they indicate the need for mutual understanding between two closely related and overlapping professions.

Ideally, there should be available for any given area a district field worker of each of these two types. There is general acceptance of the standard of one public health nurse for every 2,000 people. More than fifteen years ago, a public health surveyor had the temerity to suggest that at least one generalized social worker should be provided for every 10,000 persons in the population. If some goal of this sort could be set, it would clarify planning in the wide borderland of health and welfare.

Even, however, if we agree on the desirability of providing for the homes of every area a local field worker in public health nursing and a local field worker in public welfare, we should be only at the threshold of our jurisdictional possibilities. Nearly all health and most social problems involve emotional stresses; and the psychiatric social worker comes into the picture. In many localities there may be other specialists. It is uneconomical and ineffective to have five or six different experts visiting the home.

There might be a real gain in a program under which there were two, and only two, workers for home visiting, the district nurse and the district social worker, both with some training in mental hygiene—cooperating with each other and relying on the specialist to supplement their less intensive skills. Perhaps this is a Utopian dream. Possibly it may be a problem which the American Public Welfare Association and the American Public Health Association might study to advantage through a joint committee.—*American Journal of Public Health, August.*

## HIGHLIGHTS

### What Is an Educational Committee?

***John Aseltine***

For the past three years the Educational Committee of the Family Service Association of San Diego has played an important role in our community life. The function of this committee is to coordinate unofficially the public and private programs of family life education in San Diego. In addition the committee guides the agency's own educational program.

There are thirty-five committee members. The chairman, vice-chairman, and five others are family agency board members. The committee [includes]: adult education directors of family life and Americanization, city and state board of education members, high school principal, state college sociology and psychology professors, two junior and two senior high school students and two college students, community leaders from the Federal Housing Authority, Social Hygiene Association, PTA, and others.

Each September this committee meets and each group represented outlines plans for family life education for the coming year. Monthly meetings are held during the year and all groups cooperate in the community-wide celebration of National Family Week in May by holding the Parent-Youth Conference primarily sponsored by the Family Service, PTA, city and county schools, state college, and council of churches.

I would like to suggest that all communities considering the possibility of a family life education program might make a start in this direction by forming an educational committee.—*Highlights, July.*

## RECREATION

### Families at Play

***John S. Nagy***

Sociologists tell us the American family is breaking up. Whether the alarms are warranted or not, there is no question of the difficulties faced in trying to preserve the best values of old-time family life. It is unfortunate that even the hours of leisure and play too often prove just another wedge to drive families apart. Father goes off to the golf links, the children their separate ways in search of playground pleasure or other recreation, and mother in still another direction.

Is it possible to change the pattern? We in Cleveland decided that the situation warranted some experimenting. We approached it in some cases by subtly encouraging family groups to participate in our regularly scheduled activities, among them arts and crafts and dancing. Then we began, cautiously, to set up family night programs at our recreation centers. A city pool would be set aside once a week. A period in the gymnasium would be reserved for family groups. Boys and girls would be urged to bring their parents to a clay modelling or woodworking class. We have had to limit the size of groups at some centers because we could not handle all those who wanted to take part.

We still aren't sure what the results prove or what their permanent value may be. But we feel confident we are on the right track. The results encourage us to plan for expansion of this type of programing next fall. We are helping family and neighborhood groups to learn all over again how to recreate together and enjoy fuller lives. If in the process we help to ease some tensions, perhaps save some families from being washed out of existence, those will be extra dividends to society.—*Recreation, August.*



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# Among the States

## Health

The *Arizona* legislature has passed a measure providing for reorganization of the state public health department.

In *Virginia,* the legislature appropriated $2,500,000 for direct aid to localities for the construction of hospitals and health centers.

A new law in *Mississippi* authorizes the establishment of health centers or health departments in the various municipalities of the state.

This legislature also appropriated funds to assist in carrying out a coordinated state-wide program of school health and nutrition services in which the Rockefeller Foundation and the State General Education Board are cooperating. An appropriation of $300,000 was made for the state program to control venereal disease.

New legislation in *Missouri* authorizes counties of the first class to levy taxes for the purpose of operating or maintaining public health centers or institutions.

A new measure in *Rhode Island* provides for the licensing, regulation and inspection of homes for the aged or convalescent.

In *New York,* public welfare commissioners are now authorized to open public homes or farms to people able to pay for their care. However, the indigent are to have first claim on available space.

### Margerine

New legislation in *Massachusetts* and *New Jersey* lifts the ban on the sale of yellow margerine.

A measure in *New York* waives until July 1, 1949, the prohibition against the use of butter substitutes in public institutions. Approving this law, the New York Times points out that "the bill did not go far enough. Outright repeal would have been the proper course." The editorial goes on to say that "the battle to free margerine from unfair and discriminatory restrictions . . . is still far from won. Only Congress can rectify that injustice which burdens most of all those who can least afford to buy butter at present prices and which adds to the labor of busy housewives who now have to color margerine in their kitchens."

### Nursing

A new law in *Mississippi* authorizes the Mississippi Commission on Hospital Care to draw up plans for building and equipping schools of nursing at strategic points throughout the state.

Another new measure in this state authorizes the establishment of forty scholarships for the advanced study of nursing. Recipients of these scholarships, which have a value of not more than $3,000 each, must agree to practice nursing in the state for a period of time equivalent to that of the scholarship.

A new law in *Virginia* authorizes the governing boards of the Medical College of Virginia and the University of Virginia to establish thirty-five nurses' scholarships of the annual value of $100 each.

In *Rhode Island,* a measure regulating the practice of practical nursing has been enacted.

### Prepaid Medical Service

*Mississippi* has passed an enabling act for the organization and operation of non-profit hospital, medical and surgical service corporations.

A new law in *South Carolina* covers the chartering and method of organization and operation of nonprofit corporations providing medical service to subscribers.

A resolution adopted in *Virginia* directs the Advisory Legislative Council to study the methods and practices of organizations furnishing medical and hospital service on a prepayment plan.

### Medical Scholarships

A new law in *South Carolina* sets up eight medical scholarships at the Medical College of the State of South Carolina. Recipients of these scholarships, which have a value of $75 a month plus tuition, must agree to practice in a designated rural community of the state for a length of time equivalent to that of the scholarship.

The *Mississippi* legislature appropriated $510,000 to the state medical education board to carry out its program of medical loans and scholarships.

### Mental Health

In *Rhode Island,* a new measure provides for the extension and strengthening of the state's mental hygiene services, and designates the State Department of Social Welfare as the agency to cooperate with the federal government in this program.

The *South Carolina* legislature set up a special committee to study the feasibility of establishing an institution for the observation and treatment of chronic alcoholics.

## Children

The *Missouri* legislature passed several measures implementing recommendations of the excellent report submitted last year by the Children's Code Commission of this state.

One measure revises adoptive requirements. It requires that an authorized agency must investigate every adoption case before a decree of adoption can be entered. The investigation may be made by the State Department of Public Health and Welfare, private child placing agencies, juvenile court officers, or a suitable person designated by the courts. The measure also provides that a child must be in the lawful custody of the adoptive parents for at least nine months before an adoptive decree can be entered.

Revision of the adoptive law was one of the most controversial issues of the 1947 session, and credit for successful passage of this measure is largely due to the fine work of the Missouri Association for Social Welfare in securing agreement among interested groups as to its provisions.

Another new measure follows closely the uniform vital statistics act. An important feature is a provision which allows birth certificates to be changed



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at the time a child is legally adopted, thus safeguarding the knowledge of illegitimacy.

A law dealing with the education of exceptional children constitutes definite progress in the education of the handicapped, according to *Building a Better State,* published by the Missouri Association for Social Welfare. It makes provision for state aid to the handicapped on a per pupil basis and within the child's home community whenever possible.

In *New York,* bills which would have forbidden the acceptance of fees for the placement of children and required registration of child placement made by other than an authorized agency, failed of passage.

Of many bills for state aid to day care centers, only one, providing funds for the day care program in migrant labor camps, was passed.

### Child Labor Laws

Three states passed legislation designed to throw greater safeguards around children in industry, continuing the 1947 trend, when similar measures were enacted in eight states.

A new law in *Kentucky* establishes a minimum age of sixteen for work during school hours; fourteen for work outside school hours; and eighteen for hazardous occupations. It establishes a forty-hour week for minors under eighteen.

*Virginia* established a minimum age of sixteen for work during school hours, and a forty hour week for minors under eighteen. Exempt from the provisions of the new law is domestic work in a child's own home for his parents, and work outside of school hours on farms, orchards or gardens, with parental consent.

A new measure in *New York* prohibits the employment of minors under eighteen in plants using silicon carbide.

### Cerebral Palsy

In *Mississippi,* $130,000 was appropriated for the education and treatment of children with cerebral palsy. The program will be carried out by the Mississippi Crippled Children's Service under the supervision of the State Board of Education.

The *New York* legislature failed to take any action on the report of the joint legislative committee set up in 1946 to study the problem of cerebral palsy, which recommended a long range, state-aided program for the care of cerebral palsied children. Instead, the legislature continued the committee, with an appropriation of $35,000.

The committee in its careful report had recommended: the establishment of seven centers for diagnosis and evaluation; a state hospital for severely handicapped, educable children; a training center for teachers of handicapped children; the training of medical and other personnel acutely needed for the care of cerebral palsied children; assumption by the state of extra expense involved in educating handicapped children; and the development of a plan to discover all children with orthopedic handicaps. There are an estimated 10,000 cerebral palsied children in the state, but only 6,000 of them are known to the authorities.

# *Mailbag Roundup*

A pamphlet, *Alaska,* from the Alaska Department of Public Welfare sets forth the opportunities and challenges of social work in this Territory, now, in the transition period between pioneer life and statehood. The department which administers the territorial programs of general relief and juvenile code and the federal programs of OAA, ADC and child welfare for four sevenths of the population (services to Indians, Eskimos and Aleuts are provided through the Alaska Native Service of the U. S. Office of Indian Affairs) is in need of trained personnel to extend welfare services to its outlying areas.

Necessary qualifications for service in this Territory, which has about 100,000 people scattered over 560,000 square miles, include: physical health, resourcefulness, adaptability, and interest in helping to develop satisfactory social services in a pioneer area. The pamphlet outlines job classifications for director of social service, child welfare consultant, district worker, senior caseworker and child welfare worker. The salary range for the first job is $370 to $430, and for the last $260 to $290. However, increases are anticipated. This pamphlet and further information may be secured by writing the department, P. O. Box 1781, Juneau, Alaska. — *Information furnished by* SURVEY *correspondent Alice Brandebury, Alaska Department of Public Welfare.*

### From Florida

The Florida Food Handlers School has certified more than 6,000 food handlers for successful completion of its training course, during the first seven months of operation. The course, presented by the Florida State Board of Health, in cooperation with the State Hotel Commission and the Florida Restaurant Association, was made available in twenty cities throughout the state. More than 20,000 food handlers attended the sessions.

Excellent results are reported from a joint drive against tuberculosis started nine months ago by the Florida Tuberculosis and Health Association, Florida Tuberculosis Board and the State Board of Health. More than 300,000 people were X-rayed during the period from October 1947 to last June, as compared with about half that number during the first nine months of last year.—*Information furnished by Elizabeth Reed, R. N., Florida State Board of Health.*

### From California

Two California counties have applied for and received licenses form the State Department of Social Welfare empowering their county welfare departments to handle child placements, thus making available additional adoptive services. Licensing of county agencies as "County Adoptive Agencies" is authorized under a 1947 law which provides that such agencies may investigate, accept, and report to the courts on petitions to adopt children, accept relinquishments from parents, and handle placements. The cost of this county service is met by the state. A third California county has made application for license, and several others are working on plans to set up this service.

These county agencies must meet the standards of the state department, which since 1927 has had responsibility for licensing all adoption agencies in the state, as well as for investigating all petitions for the adoption of children placed independently.

The law is based on a study by an adoption survey committee, completed in 1946. It was found that independent placements of children had increased markedly during the war years, while the number of children placed by licensed agencies had remained stationary. The new program is expected to



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reduce the number of independnt placements. — *From* SURVEY *correspondent Harry B. White, California Department of Social Welfare.*

### From Virginia

Colonel Richard W. Copeland, chairman of the Virginia State Parole Board, has been named acting director of the new Department of Welfare and Institutions, created by the Virginia legislature this year. (See THE SURVEY Midmonthly, May 1948, page 169.) Arthur W. James will head the public welfare program as director of the division of public welfare.

As provided in the new measure, Governor Tuck has also appointed a six-member State Board of Welfare and Institutions to work with the acting director in an advisory and policy-forming capacity. The board includes: M. W. Armistead, III, former Secretary of the Commonwealth; John J. Wicker, Jr., former state senator of Richmond; and Mary F. R. Hartz, corresponding secretary of the Virginia Federation of Women's Clubs.

Three members of the old State Board of Public Welfare have been named to serve as an advisory committee for public welfare. They are: State Senator Charles R. Fenwick; the Reverend J. J. Scherer, Jr., of Richmond; and Ernest N. Townes of Petersburg. The committee will advise the department in public welfare matters, and is also authorized, when requested, to conduct investigations and make recommendations to the director and board.—*From* SURVEY *correspondent Constance S. Gamble, Virginia Department of Welfare and Institutions.*

### From Michigan

The Second Annual Michigan Rural Health Conference, to be held at Michigan State College, September 16-17, will set a pattern for similar action throughout the nation, in the opinion of Dr. H. B. Zemmer, chairman of the conference. Following up on the program of last year's meeting which directed public attention toward possible steps for solving problems of limited hospital and medical facilities in rural parts of the state, the conference will deal with "rural child health care, community planning for health, and professional medical, nursing, and health care as it applies to rural areas," Dr. Zemmer has announced.

On July 1, a state-wide pasteurization law went into effect in this state, the first such law in the country. It provides for the pasteurization of all milk and milk products offered for sale, with the exception of milk sold at the farm where it is produced. However, the law has loopholes. A community may by referendum vote remove itself from the protection of the law. And several communities have taken advantage of this clause.

As part of a state-wide tuberculosis case-finding program, the department's five mobile chest G-ray units are touring twenty-nine county and state fairs this summer, to offer free X-ray service.

The department is also helping to organize community programs to control rabies which now infects animals in twenty counties. Local rabies control committees are being set up in the thirty-four southern counties lying in the danger area. These committees will secure wider vaccination of animals, provide for rounding up strays, and inform the public about the seriousness of the epidemic which has already caused one death.—*From* SURVEY *correspondent Virginia W. Baird, Michigan Department of Health.*

Wide World Photo

**Sophonisba P. Breckenridge**

**Social work lost one of its best loved pioneers on July 30 when Sophonisba P. Breckenridge died in her home in Chicago at the age of 82. For more than fifty years Miss Breckenridge has been a moving spirit, not only in Chicago, but in the nation, in the advancement of social legislation and of social work education. As dean of the old Chicago School of Civics and Philanthropy she was instrumental in getting the school incorporated in 1920 into the University of Chicago as the School of Social Service Administration where she served as Professor of Public Welfare until 1933. After her retirement as a professor she continued her activities in furthering social legislation, a subject in which she became interested as a young woman lawyer—the first to be admitted to the Kentucky Bar.**

# *Announcements*

The 78th Annual Congress of Correction, to be held in Boston, at the Hotel Statler, August 29 through September 3, will be built around the general theme of unifying the correctional process. Topics of general and section meetings will include: coordination of the correctional process with the courts and law enforcement agencies, group therapy, and personnel standards and training. Hotel reservations should be made directly with the hotel, Boston 17.

The American Hospital Association is holding its Fiftieth Anniversary Convention September 20-23, in Atlantic City at the Traymore Hotel. The convention theme is "Hospitals—Vital to Better Living."

The annual convention of the American Occupational Therapy Association will be September 7-11, in New York City at the Hotel Pennsylvania.

### Lasker Award

The 1948 Lasker Award of $1,000 for outstanding service in mental hygiene will be given for a significant contribution to the education of the nonpsychiatric medical practitioner in the psychological aspects of the practice of medicine. The award will be presented at the annual meeting of the National Committee for Mental Hygiene, November 3-4, in New York. Nominations should be forwarded to the committee, 1790 Broadway, New York 19, not later than September 1.

### Ambassadors

This summer, seventy-six students, teachers and social workers are serving in Europe as volunteers in fifteen International Work Camps sponsored by American Youth for World Youth. The camps—in France, Germany, Austria, Belgium and Italy—will be hosts to about 2,500 children. Camp personnel also includes volunteers from the benefiting nations and from England and the Netherlands. Food, clothing, sports equipment, and

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# ABOUT PEOPLE

*Walter L. Stone* has resigned as administrative analyst in coordination service, Veterans Administration, to join the faculty of Hanover College, Indiana, as professor of sociology.

In West Virginia, *Dr. Joseph A. Markley* has been named director of the state health department's new bureau of hospital and medical care.

Two former members of the staff of the Illinois Public Aid Commission, who worked with Raymond Hilliard before he went to New York City as commissioner of welfare this spring, have joined the staff of the New York City Department of Welfare. *Robert Rosenbluth,* who has been serving as special consultant to the commission, has been named consultant to Mr. Hilliard. *Corinne H. Brown,* formerly personnel director of the commission, has been appointed director of the newly created bureau of personnel and office management.

*Nora Lalor* has been named hospital nursing consultant in maternal and infant care in the Oregon State Board of Health.

The Preparatory Commission of the International Refugee Organization announces: *William K. Shaughnessy,* formerly chief of the reports and technical review branch, U. S. Employment Service, has been named chief of employment and training; *Marie Dresden,* who has been serving with the U. S. Bureau of Public Assistance, has been appointed chief of the division of family and individual services; and Yvonne de Jong, of Belgium, has been appointed child care officer.

*E. B. Whitten* has been named executive secretary of the National Rehabilitation Association. He has been serving as director of vocational rehabilitation in Mississippi.

New director of the Jewish Child Care Association of Essex County, New Jersey, is *Jacob Trobe.*

The Welfare Council of New York City has named *Beatrix A. Park* as consultant on group work and recreation. She was previously director of the youth division of the Federation of Protestant Welfare Agencies in that city.

*Dr. Daniel J. Hurley* has been appointed state health officer of Nevada. Dr. Hurley has been in private practice and county health officer of Eureka County since 1928.

*Dr. Charles H. Miller, Jr.,* has been named health officer for a newly established four-county health department in Illinois, which includes Hardin, Johnson, Massac, and Pope counties. *Dr. Miller* served previously as district health superintendent in this state.

The Illinois State Department of Public Welfare has named *Russell A. Perry* to the newly created position of recreation consultant to the state division for youth and community service. He was previously superintendent of recreation in Wilmette, Illinois.

The department has also named *Ione H. Agnew* as regional representative, Region II, succeeding *Myrtle P. Wolff,* who is now assigned to the department's general office in Springfield. Miss Agnew served recently with UNRRA as child welfare specialist in China.

*Albert Pleydell* has resigned as general manager of the Health Insurance Plan of Greater New York to join Survey Institute, management consultants, in the same city.

The American National Red Cross has appointed *Pauline Murrah* as national director of the ARC nutrition service. She has been serving as director of the same service in the ARC North Atlantic Area.

*Dr. S. J. Axelrod* has been appointed medical officer in charge of the Michigan Rapid Treatment Center for venereal diseases, succeeding *Dr. Grace E. Field,* who returns to the U. S. Public Health Service.

## Retired

*Dr. Carl V. Reynolds* has retired as secretary and state health officer of North Carolina after nearly fourteen years of notable service to the public health program in that state. His successor is *Dr. J. W. Roy Norton,* previously chief health officer of the health and safety department, Tennessee Valley Authority.

*Bailey B. Burritt,* long a leader in social work and public health, has retired as executive director of the National Health Council. Mr. Burritt who had retired in 1944 as senior executive director of the Community Service Society of New York after a long career of outstanding service, was induced to come out of retirement in 1947 to devote himself to the National Health Council's new national health program. The work of the council will continue under the administration of *Dr. John W. Ferree,* associate director, until a successor to Mr. Burritt is appointed.

## Honors

To *George Hjelte,* general manager of recreation and parks in Los Angeles, an honorary degree of master of humanics from Springfield College, Massachusetts for his distinguished service to the recreation movement. . . . To *Mike Gorman,* reporter on *The Daily Oklahoman,* in Oklahoma City, the 1948 Special Lasker Award of the National Committee for Mental Hygiene, $500 and a gold statuette, for his articles exposing the mistreatment of patients in the state's mental hospitals.

To *Newel Perry,* recently retired as director of advanced studies at the California School for the Blind, selection for the 1948 award, a gold medal and scroll, by the Shotwell Memorial Awards Committee, American Association of Workers for the Blind, for his many contributions to the field of blind education. . . . To *Frances Warfield,* author of "Cotton in My Ears," and volunteer with the New York League for the Hard of Hearing, selection for honor at the league's annual meeting, in recognition of the contribution of her book to the program for the deaf.

To *Rudolph J. Anderson,* professor of chemistry at Yale University, the annual Trudeau Medal from the National Tuberculosis Association, for his study of the tubercle bacillus.

## Died

*Anne C. Norris,* pioneer in the field of social welfare for the deaf, died in Boston in May at the age of fifty-nine. Widely known for her championship of the rights of the hard of hearing, she was the first and only woman president of the American Society for the Hard of Hearing (now the American Hearing Society).



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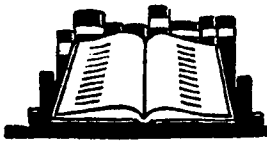

# BOOK REVIEWS

**YOUTH IN DESPAIR, by Ralph S. Banay. Coward McCann. $3.**

THIS IS A SMALLISH BOOK ABOUT juvenile delinquency, written by a psychiatrist who was formerly director of the Boston Psychopathic Hospital, director of Sing Sing Prison Psychiatric Clinic, director of Yale Play Clinics at Yale University, and is now director of Research on Social Deviations at Columbia University. In the last chapter of the book, Dr. Banay partially describes the background for his work at Columbia University and the unsuccessful effort to get a law enacted by the New York legislature in 1946 to provide for an institute for the study of crime in order to coordinate and psychiatrically orient a program for the prevention of delinquency.

The book is easily readable, being written in a journalistic style, as the title itself would suggest. The material and the cases with which I happen to be intimately acquainted could offer a great deal more by deeper analysis of the known factors involved. However, it has to be acknowledged that a book of less than 300 small pages can be nothing but superficial when it attempts to consider the subjects of delinquency of the child and youth, including historical and modern criminology, crime and punishment or therapy, war and its effect on the home, school and community, poverty and other environmental factors, school influences, the family in modern society, sociological data on delinquents as individuals, psychosomatics of delinquency, the psychological concept of personality and personality tests, the management of delinquents under detention and probation, the rehabilitation of the delinquent in the institution and on parole, and programs for prevention of delinquency, and also, to define crime and evaluate it sociologically and psychiatrically.

In spite of the promise of a solution to one of society's most vital problems, one has no right to expect it and does not get it, except for the suggestion to pass a state law to provide for an institute to study crime which would include psychiatric orientation. The arguments that Dr. Banay presents do not indicate that psychiatry has contributed very much, although I believe there is a great deal more evidence that psychiatry offers, which he has not used.

There is a bibliography of 209 items, many of which are from the daily papers.

LAURETTE BENDER, M. D.
*Associate Professor of Psychiatry*
*New York University Medical School*

**ENCYCLOPEDIA OF VOCATIONAL GUIDANCE, edited by Oscar J. Kaplan. Philosophical Library. 2 Volume set. $18.50.**

THIS IS A PIONEER EFFORT TO PRESENT in concise form the factual material available in the new science of vocational guidance. The two volumes contain many excellent articles written by some two hundred eighty-seven experts in the guidance field and although the contents will especially appeal to those vocational counselors who do not have easy access to a large library, they will be of deep interest to teachers, social workers, and all other persons who are eager to help in the life adjustment of youth.

In a foreword, Dr. Kaplan states that one of the objectives of this encyclopedia is to draw attention to the many angles that are to be found in the application of guidance techniques. As one reads one contribution after another, it becomes obvious that in order to be versed in the counseling procedure, one should have a broad knowledge of education, psychology, economics, general medicine, rehabilitation, psychiatry, statistics, and a dozen other disciplines, which means that a competent counselor should be a person of experience whose training covers a wide range of subjects.

A few of the articles emphasize the economic aspects of guidance, and counselors are urged to keep up-to-date information regarding occupational trends, the cost of preparation for the major professions and trades, and an estimate of the average earnings in each of them. Even though the figures given vary from time to time and may not be uniform in different sections of the country, it is of value for young persons seeking guidance to be aware that these differences exist.

Among the most interesting contributions are reports of guidance activities in some of the principal countries of the world. Through the cooperation of the Washington embassies, reports were obtained from Greece, the Netherlands, Portugal, Switzerland, Poland, Australia, and New Zealand.

Critical readers of these volumes will realize that there are many areas in the guidance field that are still unexplored. These books should bring inspiration and practical suggestions as to ways and means of perfecting our knowledge of guidance techniques. It will be desirable for counselors all over the world to unite in collecting data for certain practical research projects.

EMILY T. BURR
*Director*
*Guidance Bureau, Inc.*
*New York City*

**EXPERIMENTAL DESIGNS IN SOCIOLOGICAL RESEARCH, by F. Stuart Chapin. Harper. $3.**

THE DIRECTOR OF THE SCHOOL OF Social Work of the University of Minnesota has long been so dynamic a professor of sociology, so much a leader in research and in methods for its prosecution, that it was to be expected that he would be one of the first to climb on the band wagon of experimental design.

The assembled papers in which he gives the theory of experimental methods "right out in the natural community," and then illustrates these methods from his own research work, will prove of interest to technicians and to some hardy souls who are tough-minded enough to want to know what the most scientifically respectable studies reveal of the real results of well-intentioned housing or delinquency prevention programs. From the fact that much of the first chapter was originally an article published in 1917, we are to conclude that Chapin was the band wagon rather than a belated climber upon it.

To follow the author into his clearest simplification rather than into the terrifying details, experimental design means making observations under con-



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## ANNOUNCEMENTS

*(Continued from page 251)*

educational supplies have been contributed by schools, youth groups, and summer camps cooperating with World Youth.

At a training session for the American student volunteers in New York City in June, Ernest Papanek, executive director of World Youth, said that sensitiveness to the feelings of European parents and awareness of their natural distrust of "propaganda" has been uppermost in the briefing of volunteers this year. Alice V. Keliher, professor of education at New York University, pointed out to the group the stereotype of "American" that can be expected in Europe and emphasized the vital effect of the "impressions, feelings, attitudes you will leave behind."

Thirty-two Belgian students are serving as exchange volunteers in public and private summer camps in the United States this summer.

Six young "community ambassadors" from four upstate communities in New York are spending the summer with European families to learn about the problems of citizens there. Their home communities — Glens Falls, Jamestown, Schenectady, and Ithaca — are participating in a state project in international understanding sponsored by the State Department of Education and the State Community Service Council, an organization of young adults interested in civic affairs.

The young people, who range in profession from clerk to radio writer, are living with typical families in Sweden, Denmark, Holland and England. On their return, these "ambassadors" will report their observations through the local press and radio, and will serve as consultants for various community groups.

### Telling the Public

The National Council of Jewish Women has launched a country-wide program to publicize the urgent need for expanded mental hygiene services and the deficiencies of mental hospitals. The program which has been developed with the assistance of authorities in the field, will be carried out through the council's 206 council senior sections.

### Jobs in New Jersey

The New Jersey Department of Institutions and Agencies has devoted the June issue of its publication "The Welfare Reporter" to employment opportunities within the department. The magazine gives a comprehensive picture of the philosophy and organization of the department, the programs of its mental, welfare, and correctional institutions, and the requirements for such jobs as psychiatric social worker, caseworker, and correction officer.

### Psychology Course

The Chicago Psychological Institute announces a thirty-six week training course in applied clinical psychology beginning September 13. Designed to give the student practical experience in the use of psychological techniques, the course is open to students with a bachelor's degree and at least twenty semester hours' credit in psychology. Further information may be secured from the institute, 410 S. Michigan Avenue, Chicago 5.

## BOOK REVIEWS

*(Continued from page 343)*

trolled conditions, selecting for observation two groups of like individuals, one the experimental group, given a certain treatment which the other, the control group, has to live without.

Mr. Chapin's chief interest is the method to be used rather than the results, good or bad, of practical attempts at amelioration. He is ingeniously and indefatigably interested in cause and effect, in quantitative measurement, in the possibilities of approximating the truth, and the obstacles and limitations that stand in the way of achieving it. Even those who cannot accompany him with pleasure on his arduous journeys should applaud his goals; the appraisal of the effectiveness of means to achieve our ends and the more certain isolation of causes in our complex human world.

W. Rex Crawford
*Department of Sociology*
*University of Pennsylvania*

**THE SOCIOLOGY OF CHILD DEVELOPMENT, by James H. S. Bossard. Harper. $4.50.**

The author, a distinguished sociologist, has all along been more concerned with clear delineation of the immediacy of specific social factors as they affect human lives and attitudes than with evolving or discussing general sociological theories. His present book is an extended and remarkably interesting survey of interpersonal contacts that condition personality development, social contacts that in many important particulars go to make a child what he is and what he will become. It contains a wealth of informative material that may well provoke thought on the part of anyone working with or for children; parents, teachers, child study and child guidance experts —everyone who is responsible for establishment of the sound social conditions essential to a child's healthy emotional and moral growth.

In its coverage the work is almost encyclopedic. In the text over 600 authors are cited, with footnote references; thirty-two pages of bibliography offer a valuable selection of sources for those who want to pursue further some special topic. However, a decided obstacle to the convenient use of this book is the absence of anything like an adequate subject index. The reviewer was moved to cuss words, as others will be, because of the difficulty of locating scattered statements about various topics; indeed some important subjects dealt with are not even mentioned in the index. It is to be hoped that this will be remedied in the next printing.

Naturally, the dynamics of interpersonal relationships in the family setting receive most attention, but in addition to commonly considered factors, there are provocative and highly original discussions of family table talk, family bilingualism, the role of a guest, and of domestic servants. Much of the vivid material for these sections has been drawn from autobiographies and from firsthand stories told to the author's research associates in the William T. Carter Foundation of which he is director.

Many other specific social influences outside the family circle receive attention and the chapters on more general aspects of children's social lives evidence a wide range of research. The sections giving data on the historical background of the evolution of a child's place in society, pictures of earlier periods and of different cultures, offer fascinating reading.

A wide reading public can be predicted for this compendious work. It deserves this, and all the more because the publishers, in the face of present trends and in proportion to its size are distributing it at a moderate price.

William Healy
*Former Director*
*Judge Baker Guidance Center*
*Boston, Mass.*



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## WORKERS WANTED

**EXECUTIVE SECRETARY** for Community Fund agency doing case-work with boys and using volunteers in addition to trained staff. Must have demonstrated executive ability in this field and be able to interpret the work to the public. Annual salary approximates $5,000. Send application, including educational and experience background, to Arthur Randall, President, Big Brothers, Inc., 2515 University Ave., S.E., Mpls., Minn.

**PROGRAM DIRECTOR** for a non-sectarian, New York City Settlement House. Residency if desired. Graduate work and supervisory experience required. Salary commensurate with experience. 8801 Survey.

**SOCIAL CASE WORKERS**—Female, for Juvenile Court with highest case-work standards. Qualifications: School of Social Work graduate, experience desirable, not essential. Also, one opening for apprentice. Arrangements will be made to complete Master's Degree. Apply Juvenile Court, Toledo, Ohio, stating qualifications and experience.

**GROUP WORKER** with social work background in small agency in large Midwestern city, concerned with problems of the hearing handicapped; their prevention and rehabilitation thru group work, functioning within wider agency program. Write Chicago Hearing Society, 30 W. Washington Street, Chicago 2, Illinois.

**PSYCHIATRIC SOCIAL WORKER** for Pediatric Psychiatric Clinic. Graduate from accredited School of Social Work with a psychiatric major. In lieu of this must be eligible for AAPSW on basis of experience. Personal analysis required. Psychiatric family or medical case work background acceptable. Salary $3100-$3300. Social Service Department, The Jewish Hospital of Brooklyn, New York.

**CASEWORKER,** graduate of an accredited school of social work, psychiatric field work preferred. New agency with good standards. Salary range $3,000 to $3,600. Family Service Agency of Greater Bakersfield, 2504 M Street, Bakersfield, California.

**CASE SUPERVISOR:** Male or female. Minimum requirements include MSS from accredited school with previous supervisory experience in agency handling family or children's casework program. Salary up to $4,200. Challenging opportunity. Family & Children's Service, 602 South Cheyenne, Tulsa, Oklahoma.

**CASEWORKERS** for national agency with multiple service program for adjustment of foreign born in U. S.; M.S. degree required; salary range $2950-$4175; appointment within range, depending on experience. Promotion opportunities. Knowledge of German or Yiddish desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y. CO 7-9700.

**CASEWORKER:** graduate of accredited school of social work with or without previous experience. Agency has short-time contacts with "moving people in difficulty away from their own communities." Salary range $2650-$3650 a year. Write Miss Margaret M. Thomason, Executive Director, Travelers Aid Society of Miami, 127 N. W. 2nd Street, Miami 36, Florida.

## WORKERS WANTED

**CASEWORKER**—Child Welfare Department of Jewish Family and Children's Agency has opening for professionally trained and experienced worker. Present salary range $2400 to $3400 depending upon experience. This is in the process of revision. Responsibilities include student supervision and special assignments. 8769 Survey.

**STUDENT SUPERVISOR** in public agency for first year case work students accredited school plus certain agency training duties, $3600. Write Dean, Kent School of Social Work, University of Louisville, Louisville 8, Kentucky.

**CASEWORKER**—Professionally trained worker wanted for Jewish Agency in large eastern city. Present salary range of $2400 to $3400. Starting salary will depend upon qualifications and experience. 8770 Survey.

**CASE WORKERS** (two) for undenominational private multiple service agency; salary range up to $3,300 depending on training and experience. Child and Family Agency, 1035 Superior Street, Toledo 11, Ohio.

**WANTED:** Supervisor of Children's Services in joint family and children's agency. Qualifications: graduation from social work school plus four years experience, preferably in child placement. Child and Family Agency, 1035 Superior Street, Toledo, Ohio, Wendell F. Johnson, Director.

**WORKER WANTED:**—Trained case worker, man or woman, interested in direct case work treatment of dependent children in small institution. Opportunity to share in developing program. Experience preferred; personal stability, basic professional capacity paramount. Sound personnel practices. Write Helen Waters, Case Work Supervisor, Jones Homes, 3518 W. 25th Street, Cleveland 9, Ohio.

**CASEWORKERS AND SUPERVISOR** professionally qualified, for agency caring for children in foster homes and in cottage type institution. Workers needed for foster home and adoption work and for direct work with emotionally disturbed children in cottages under psychiatric consultation; also experienced worker to supervise part time. Write The Children's Center, 1400 Whitney Avenue, New Haven 14, Conn.

**SAN FRANCISCO CATHOLIC SOCIAL SERVICE** HAS OPENING FOR PROFESSIONALLY QUALIFIED SUPERVISOR IN CHILDREN'S DIVISION (SALARY $3708-$3924) AND CASE WORKERS IN FAMILY AND CHILDREN'S DIVISIONS $2700-$3924). APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIF.

**HELP WANTED,** Male or Female, M. S. in Group Social Work, to direct Jewish Community Center in mountain-states city. Salary $5,000 yearly to start. Excellent opportunities for advancement. 8798 Survey.

**WANTED: GRADUATE SOCIAL WORKER**—Strong Children's Agency—Eastern Metropolitan area. Excellent salary. Assume responsibility for developing new phase of program. Apply—Mrs. Eleanor Barr, Superintendent, Camden Home for Children, Camden, New Jersey.

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#### CHILD WELFARE WORKER

**Salary Range:** $294.00-$324.00 per month. Appointments at the minimum.
**Minimum Qualifications:** College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervisory field work in child and family welfare.

For application blanks and niformation write via air mail, supplying minimu mqualifications to

**ALASKA DEPARTMENT OF PUBLIC WELFARE**
Box 2781 Juneau, Alaska

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## ANNOUNCEMENT

**THE JOHN EDGAR THOMSON FOUNDATION,** 3818 Chestnut Street, Philadelphia 4, Pennsylvania, anticipates a few vacancies. The Foundation assists in the education and maintenance of daughters of railroad workers who have been killed or who have died in railroad service.

## WORKERS WANTED

**MEDICAL SOCIAL WORKER** for resident job in a Tuberculosis Hospital located near Chicago. Attractive living conditions. Salary range $2700 to $3420. Graduate training and previous experience in a hospital essential. 8799 Survey.

**CASEWORKER:** With professional training for small agency in progressive college community Southern Tier New York. Challenging opportunity. Salary $2400; retirement plan. Write Family and Children's Society of Greater Endicott, P. O. Box 178, Endicott, New York.

**CHILD WELFARE WORKER,** woman, qualify for American Association Social Work or equivalent. Children's organization offering day care in Nurseries and Foster Day Care home licensing and placement. Salary $3,000 to $3,600. Immediate opening. Children's Day Care Association, Inc., 515 W. Jefferson, Fort Wayne 2, Indiana.

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*Journal of Psychiatric Social Work*

**SUMMER 1948**

Papers presented at the National Conference of Social Work, April, 1948:

Recent Developments in Treatment in Mental Hospitals, by Ethel Bellsmith.

The Role of the Social Worker in Relation to Therapy in a State Mental Hospital, by Marian Munro.

Casework Process in a Child Guidance Center in a Psychiatric Setting, by Lorna Sylvester.

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## SOCIAL PLANNING

*(Continued from page 247)*

range improvements in community services.

Research should be given a more important and clarified status as a specialized function. If the community is not large enough to employ one or more full time research persons, regular provision should be made for the employment of outside research consultants for carefully scheduled projects. The growth of research teams under voluntary and private sponsorship should provide a real source of help in meeting local planning research needs. A committee of citizens active in research in industry, labor, and other fields of endeavor should guide the programs and help secure financing for this phase of social planning.

Excellent help is increasingly available from the Health and Welfare Department of CCC, governmental agencies, and national functional organizations, and the increasing survey efforts of groups of research experts. Every community over 100,000 population needs individuals, removed somewhat from the pressure of operating responsibilities, who can do research and integrate their findings on the local planning level with planning developments in other communities and nationwide research progress.

If "better living through chemistry" can be sold, so can "better living through social research." Because of lack of skill and technique we have been timid in selling research and in using its possibilities. Clarify your research program, plan it over a five-year period, translate it into dollars, and indicate clearly its potentialities. *Research can be sold.*

A recent community survey of a medium sized city includes an excellent summary about a proposed research program:

The information collected would include data by census tracts and neighborhoods about kinds of illnesses and causes of death; about social breakdowns—crime, delinquency, mental disease, and other community problems; it would include the correlation of the separate problems in the families in which they occur; would cover data about the total volume of services rendered in the different fields—relief, casework, groupwork, health, and others—and correlate these services by family units.

## Directory of Social Organizations (cont.)

### Religious Organizations

**HOME MISSIONS COUNCIL OF NORTH AMERICA**—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Drawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

**NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION**, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for very individual.

**NATIONAL COUNCIL OF YOUNG MEN'S CHRITIAN ASSOCIATION**—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

These and many other similar facts will provide convincing evidence of the points where specific programs should be adapted to changing needs, where replanning and coordination is essential. They may well show that families which for several years have been condemned to life on the existing public assistance grants will have high disease rates due to nutritional deficiencies, and will turn up frequently in the behavior or mental disease categories of social breakdown. It may even show that the apparent economies of low relief standards are more than offset by the actual medical, casework, and institutional costs resulting from inadequate relief. It will probably show that a relatively small proportion of the population accounts for most social breakdowns and for a disproportionate share of preventable diseases. It will show the extent to which agencies' services are focused on the group of families that are in the greatest need of service. It will also expose the areas, geographically and by problems, that are in the greatest need of new, improved, or extended service.

In these few pages no attempt has been made to analyze all aspects of planning. Little or nothing has been said about organization, needed skills, citizen participation, the neighborhood approach, or the execution of the program. Equally pertinent observations might be made about each of these.

Whatever the aspects considered, however, we plan for planning, the altimate question must be: "How will this affect the problems of John, Mary, and the little Does?"



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